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LANGUAGE TRAINING SCHOOL

Introduction

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1. The Language Training School, with obligations of
for FY 1967, has a staff of [REDACTED] the
largest in OTR except for the [REDACTED].
Its main function is the providing of in-house language
training geared to meet the needs of Agency personnel;
it today provides the bulk of language training required
by Agency staff and contract personnel in the Washington
area. Its major non-teaching function is the provision
of language-proficiency testing services for the Agency.
The Agency's adoption in 1966 of a new language policy
in effect projected sizable increases in both the teaching
and testing workloads. The impact of the testing increase
has already been felt; the full impact of the expected increase
in teaching is yet to come.

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2. Other functions of the Language Training School
include advising on language matters both within the Agency
and with other Government agencies; serving as secretariat
for the Agency's Language Development Committee; and
meeting occasional requests from operating components for
transliterating, translating, and interpreting services. The
School operates two language laboratories (one at the School's
quarters in Rosslyn and one in Headquarters Building), main-
tains a library of language and general area books, and
supplies tape recordings and text materials in support of
training activities in the field. It also provides on-site
supervision and personnel for work on a Clandestine
Services Systems Group Name-Grouping Project.

3. The rationale for maintenance of a sizable language-
instructing faculty, in an area where there are a number of
Government and private language schools, has rested in the
main on considerations of security and flexibility, and, to
some extent, on evaluations of the content and quality of

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courses available outside the Agency. In the early 1950s the Agency relied almost exclusively on external training for development of language proficiencies. Although the Language Training School to some extent today duplicates facilities available elsewhere in the Government, we believe the Agency's special needs do warrant the retention of its own language-teaching facility. As we note below, however, we believe further study is needed on how large this facility should be.

4. In our survey of the Language Training School, we talked with most of the Agency staff employees of the School, a number of the contract employees, and a random sampling of students; and, for purposes of comparison, we visited the School of Language Studies at the Foreign Service Institute of the Department of State. We also sought the opinions of a number of officials in the operating components. In general we believe that the Language Training School has performed well in the past with the resources at its command. This was likewise the conclusion of a study of the School undertaken in 1966 by a contract consultant as part of the Instructional Systems Survey discussed earlier in our survey. The Agency staff employees appear qualified; morale at the School appears generally high (except, as we will note below, among some of the contract employees on certain issues); and the Chief of the School and his staff have demonstrated a commendable flexibility in adapting to varying workloads and requirements. Some of the minus factors which we found and which we treat in detail later on in this section have in part been beyond the control of the School's management.

5. The size of the supervisory staff has remained fairly constant, whereas the numbers of students and contract instructors have increased considerably. We believe that a better balance is needed to allow for adequate supervision and handling of class instruction and to provide for better management. Efficient administration of the school could be improved by more attention being given in the operating components of the Agency to training requirements and

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projections of such requirements. The status of the contract employees has not always been in line with the best possible employer-employee relationships; some improvement on this occurred during the course of our survey. The quarters occupied by the Language Training School in what was once a garage at Arlington Towers are far from ideal, and are not of a size to permit the School to increase significantly its number of classes there. The library operated by the School should be improved.

Background

6. The Language Training School is a descendent of the Language Services Division which was first organized in the Office of Training in late 1951. The name was changed in 1955 to Language and External Training School, and then, with the addition of area training as a responsibility in 1955, to Language and Area School. Area training was dropped in 1965, and the present name of the School was adopted.

7. Originally only a small amount of language instruction was given internally, and that only in part-time classes. All full-time language students were sent to external facilities such as the Foreign Service Institute and private universities. In 1955 it was determined that major dependence on external language training posed problems of security, control of the content of courses, and availability of suitable instruction; and a decision was made to develop capabilities to give language training within the Agency. The first full-time classes in language training were given in September 1955. Thus far, the School has trained nearly [REDACTED] Agency employees in a total of over 40 languages. The bulk of the instruction over the years has been in part-time classes; over [REDACTED] were trained in the now-suspended Voluntary Language Training Program. The past couple of years have seen an increase in emphasis on and appreciation of full-time language training.

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8. When we first visited the School the student body numbered [REDACTED] of these, [REDACTED] were full-time students in 42

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25X9 classes, [redacted] were part-time students in 69 classes, and
 25X9 [redacted] were persons being given tutorial instruction outside
 the school or in off-duty hours. In all of fiscal 1967
 25X9 the School had a total of [redacted] students; of these, [redacted] were
 25X9 full-time students, [redacted] were part-time students, and [redacted]
 were "tutorials." For comparison, in fiscal 1967 the
 25X9 Agency had only [redacted] employees enrolled for full-time
 language training at the Foreign Service Institute, and,
 for the first time in years, had none at the Defense
 Language School at Monterey. The only other full-time
 or nearly full-time external language training in the U.S.
 25X9 was that of [redacted] employees, three of them outside the
 Washington area, enrolled for varying lengths of time at
 commercial institutions. This level of external language
 training was considerably below that of earlier years;
 the drop was largely the result of a policy decision by
 the Clandestine Services that henceforth all Agency
 language training in the U.S. for the Clandestine Services
 will be sought at the Language Training School unless a
 waiver is obtained for purposes of cover or on other
 grounds.

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9. At the present time the Language Training School has instructional capabilities in 51 languages--a capability to give extensive full-time instruction in 18 languages, from Arabic to Vietnamese, and a capability to give limited amounts of instruction in 33 languages, from

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10. The Agency has been slow in setting and maintaining realistic and meaningful language requirements; and the Language Training School has been "forced to plan against question marks." This situation is in the process of being corrected as a result of the new language policy adopted by the Agency in 1966. We review this next because of its importance in any consideration of the Agency's language school.

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Agency Language Policy

11. In 1965 the Deputy Director for Support, at the request of the Deputy Director of Central Intelligence, formed a special Working Group, which included a representative from each of the directorates and advisers from the Offices of Personnel and Training, to examine the Agency's foreign language program and develop recommendations to strengthen it. The Working Group commented in its report:

As others before, notably the Inspector General in his 1960 survey of the CIA Training Program, the Working Group found a widespread lack of essential discipline in the Agency's management of its foreign language program. This lack of discipline stems in large part, we believe, from two prominent defects in CIA's present language policies as they appear in [REDACTED] and related instructions: first, the obvious lack of specificity which blurs the intent of policies and side-steps the detailed guidelines so necessary for their effective administration; second, the failure to provide adequately for centralized monitoring and staff supervision of the Agency's conduct of its language program.

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The recommendations of the Working Group were approved by the Deputy Director of Central Intelligence on 1 February 1966. Pending revision of [REDACTED] on the Agency's Language Development Program, [REDACTED] 11 May 1966, was issued spelling out the following goals of the CIA Foreign Language Development Program:

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a. By 31 December 1970 professional employees designated by their Directorates as serving in "foreign service" career fields will be expected to possess a fully useful speaking proficiency (intermediate or higher) in at least one foreign language.

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b. After 31 December 1970 personnel assigned to positions for which specific language requirements have been established will be expected to possess the requisite language competence unless an exception is agreed upon on an individual basis by the responsible Operating Official and Head of Career Service.

c. Effective immediately all professional employees, as designated by Operating Officials, will be expected to possess at the time they arrive overseas or to acquire in the first six months after they arrive at least a speaking proficiency at a "courtesy" level. Nonprofessional employees and wives of employees serving abroad will be encouraged to acquire "courtesy" levels of proficiency; training will be provided in approved cases at Agency expense. In the United States, language training for nonprofessional employees and wives of employees serving abroad will be limited to that given by the Language School, OTR, unless otherwise approved by the Operating Official concerned.

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██████████ also called for each Deputy Director to prepare, and to update at least annually, a "statement of his foreign language requirements, showing the positions or proportion of positions in each component which require language competence and the specific languages and proficiency levels involved," and also called for the Deputy Directors to furnish "statements of their language training requirements" to the Director of Training. The program "also requires that employees claiming foreign language skills be tested for these skills and that employees possessing skills below the native level shall be tested every three years."

12. Adoption of the new language policy resulted almost immediately in an increased workload for the Language Training School. In fiscal 1965 the School had ██████████ regular daytime students in full-time classes; in

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fiscal 1967 the number of full-time students was [REDACTED]. Testing of Agency employees' language proficiencies was stepped up sharply in 1966, and the School is currently giving proficiency tests at an annual rate of about [REDACTED] oral tests and [REDACTED] written or reading tests.

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Good.

13. Reports prepared by the Chairman of the Agency's Language Development Committee show much has been accomplished since adoption of the new language policy. As a result of the stepped-up testing program the Agency's inventory of language skills, the Language Qualifications Register, is now based for the most part on tested rather than claimed proficiencies. Also, the individual components of the Agency have determined and reported the positions or numbers thereof for which a language proficiency is required. There remain some misgivings within the Language Development Committee as to whether the language requirements have in all cases been determined on a realistic basis, and problems are admitted on how to handle questions of double accounting (e.g., one man with proficiencies in two language appears statistically, despite his lack of bilocation, to balance the books for two language-required positions) and actual availability of language-equipped individuals for language-required assignments. These problems are under study. What does come out clearly from these reports is that some components of the Agency, notably the Clandestine Services, are far short of language skills to meet their own statements of language requirements, and that, therefore, training requirements can be expected to show a notable increase as implementation of the new language policy proceeds. All in all, we believe that noteworthy progress has been made in implementation of the language policy, that there is still some distance to go, and that it is still too early to reach firm conclusions on the optimum size of staff and quarters for the Language Training School.

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14. The Agency's Committee for Language Development, chaired by the Deputy Director of Training and consisting of one representative from each of the directorates, is charged by [REDACTED] with reviewing and recommending policies and procedures for the Language Development Program. This committee would seem to be the appropriate body for undertaking studies on some of the problems we note below. During our survey we heard varying views and expressions of uncertainty as to whether the Language Training School should concentrate on and strengthen its capabilities in fewer languages or more, and whether external facilities, commercial as well as government, should be used more or less. The answers to such questions lie first of all in the requirements of the operating components of the Agency. We discussed this with the Chairman of the Language Development Committee, and we believe that committee should prepare guidelines for the operating components on planning language training and preparation of language training requirements, formulate over-all policy proposals on the use of external language training as opposed to internal, and undertake priority studies to determine in what specific languages the Agency should maintain a continuing instructional capability and the level of that capability in each case.

Organization and Administration

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15. The Chief of the Language Training School is both administrative and academic head of the School. The School has a total of [REDACTED] T/O positions, one of which is occupied by a full-time contract employee. The number of contract personnel varies. When we visited the School it had a total of [REDACTED] persons under four different kinds of annually renewable contracts; of these, [REDACTED] were full-time.

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16. The staff employees include [REDACTED] scientific linguists who supervise language instruction and the preparation of course material, prepare course material, and give some instruction. In addition, one staff employee instructs Russian reading courses; one administers the testing program; one administers the tutorial training program and maintains a number of school records, and one is chief of support.

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17. The School is organized into an Office of the Chief, a Language Faculty, a Testing and Tutorial Branch, and a Support Branch. The Language Faculty is divided into five language departments. (The disposition of available talents results in some surface anomalies: Arabic comes under the Romance Languages Department, while African languages are combined with Southeast Asian languages in a single department. The other three departments are those of Germanic Languages, Eastern European Languages, and Chinese and Japanese Languages.)

18. We believe the organization is too loose for efficient management. When we first visited the School, no organizational chart was available. When we were later provided such a chart, an official of the School admitted that it in part represented more what ought to be than what was. Various members of the School told us that "everyone works together" and "pitches in to get jobs done." While this contributes to flexibility, the impression we got was one of less than clear definition of who was responsible for what. The head of one of the language departments, who conceded he was short on time for supervising instruction, was spending a great deal of time working on school statistics, and in addition had responsibility for supervision of the School library. There was no head of the Language Faculty. The Career Trainee assigned to the School was being used to prepare statistical and other reports. One contract employee who functions as head of a department when the staff department chief is absent had never had his supervisory responsibility clearly spelled out to him or to the other School employees.

19. The language departments had no clerical personnel of their own, but had, as did the Support Chief, to rely entirely on clerical employees pooled at the School front office. Many of the students we talked with gave us their impression that the School was weak in organization and administration and that closer supervision of contract instructors was needed. We also noted what seemed to us insufficient communication among the School employees, especially between the staff and the contract employees.

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20. Administrative weaknesses of the School are attributable in part, we believe, to the growth of the School without comparable growth in the number of linguist supervisors and support personnel. The number of full-time language students has more than quadrupled in the last four years. In 1960 the School had ■ staff personnel, including ■ staff linguists. When we surveyed the School it had ■ staff personnel, including ■ staff linguists; but from 1960 to the present the number of contract instructors has considerably more than doubled.

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21. A contributing factor here is the fact that the Language Training School has operated largely as an autonomous unit within the OTR. The School has been forming its own classes and keeping its own records, and in part doing work which in the case of the other OTR schools is done in the Registrar Staff. We found that the Registrar Staff could provide us a clear picture of the training in OTR schools--who is taking what and when at any given time--except for the Language Training School. Many of the Language Training School members complained of the amount of time they had to spend on keeping records and preparing reports; we believe that some of this work could more easily be done in the Registrar Staff.

22. We found that top levels of OTR were aware of administrative weaknesses in the Language Training School. They as well as the Chief of the Language Training School were taking steps to improve the situation and during our survey an additional administrative officer was assigned to the School. We believe, however, that the School should be strengthened further.

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Contract Employees

23. Contract instructors are the "line" workers of the Language Training School. They provide the bulk of actual language instruction and conduct most of the spoken language testing. Many of them assist in the preparation of course materials. Some of them serve as supervisors. Many of them are natives of foreign countries; nine are not U.S. citizens. This polyglot, polygenetic group was also described to us in other terms--highly temperamental, caste conscious, overly female, imbalanced with "wives," intermarried, etc.--and we commend the Language School that it has had as few "international" problems as it has had with this mixed group.

24. The use of contract instead of staff employees in these positions is based on the need for native speakers in classroom instruction and on the need for flexibility in meeting changing requirements. An instructor in German cannot be asked to take over a class in Chinese should the need for German lessons drop. The training requirements in a number of languages are much too small to warrant the employment of instructors on a full-time basis.

25. Contract instructors do not occupy ceiling slots. The full-time and part-time contract employees formerly did so, but in 1965 a project was approved moving them out of Table of Organization positions. The then Deputy Director for Support stated in proposing the change: "The manpower expended for language under this flexible approach would expand and contract as requirements fluctuate. In this fashion the proposal offers an opportunity for significant savings through more efficient utilization of personnel and better management of the Agency's language training resources." The flexibility envisaged has been in part more apparent than real; some of the contract employees, particularly among those employed on a full-time basis, are long-term employees, and it is a bureaucratic reality that they cannot always be easily terminated. On the other hand, the flexibility has been generally real among the other contract personnel.

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26. The number of persons under contract at the Language School fluctuates. When we surveyed the School it had [] full-time contract employees, 2 part-time contract employees, [] persons under contract for pay on a when-actually-employed basis (WAEs), and [] independent contractors (ICs) available for tutoring or other language work. (Properly speaking, the ICs are not employees, but are persons contracted with for their services only; the other contract personnel are employees in the proper sense of the word.) The pay of the full-time contract employees ranged from that of a GS-7, step 1, to that of a GS-12, step 6. The pay of the WAEs and ICs ranged from \$3.00 to \$4.75 per hour, with an average of \$3.48 per hour. (Language instructors at State performing duties similar to those of our WAEs and ICs are paid on the average at the level of GS-7, step 4, that is, \$3.41 per hour.)

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27. At no single time are all of the contract personnel actually employed. We reviewed the WAE and IC payrolls over a six-month period (December 1966-May 1967) and found the average number used per month was [] WAEs and 6 ICs. The number of hours worked by an individual WAE or IC in this period ranged from 5 hours a month to over 170 hours a month. The payroll for WAEs and ICs averaged \$16,451 per month (\$15,082 for WAEs; \$1,369 for ICs); of this amount a monthly average of \$2,812 was reimbursable by the Clandestine Services to the Language Training School (\$2,032 for work on the Clandestine Services Systems Group Name-Grouping Project and \$780 for special instruction projects).

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28. Two of the contract personnel neither give language instruction nor conduct language testing. One is a full-time contract employee who occupies a Table of Organization position and runs the language laboratory at the School headquarters. The other is a WAE who has been used for the most part to assist in the duplication of tapes.

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29. Making up a special grouping among the contract personnel are wives of Agency employees. At the time of our survey there were [] wives of Agency employees among

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the contract personnel, not counting three WAEs who were wives of full-time contract employees of the Language Training School. It is frequently easier and faster to obtain Office of Security approval for hiring wives of Agency employees than for hiring other outside personnel. Moreover, wives of Agency employees usually understand better the Agency and its needs, and are frequently willing to work the odd hours sometimes required.

30. Morale among the contract personnel at the Language Training School is generally high as regards their work, but not so good as regards the terms of their employment and status with the Agency. We heard a number of complaints about the lack of job security and adequate retirement provisions, plus additional complaints about the lack of "status" on the part of the contract personnel and the lack of understanding on the part of staff personnel of the employee relationship of the contract personnel. Not all the complaints were justified. We found senior School officials very much concerned with the interests of their contract employees, whom we found, however, not fully aware of the efforts being made on their behalf. The bases of some of the complaints we heard were in large part removed by developments during the course of our survey.

31. When we first visited the Language Training School, all of the contracts were of the annually renewable type. The full-time and part-time contract employees received annual and sick leave and legislative pay increases, had Social Security payments deducted from their salaries, and were eligible for Workmen's Compensation benefits. The WAEs did not receive leave, but were eligible for Social Security and Workmen's Compensation benefits. The ICs, as noted above, are properly speaking not employees. None of the contract personnel were eligible for benefits of the Civil Service Retirement Act, the Federal Employees' Group Life Insurance Act, and the Federal Employees' Health Benefits Act.

32. During the course of our survey, and largely as the result of earlier action by the Agency's Office of Personnel,

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Civil Service regulations were amended so as to make U.S. citizen contract employees eligible for the benefits of the three basic Acts mentioned above. While this will improve the situation of most of the full-time and part-time contract personnel and of those WAEs for whom regular tours of duty can be arranged, the regulatory change was prospective only (it does not provide for retirement credit for past service) and does not apply to resident aliens. The Office of Personnel is trying to remedy this, but sees little likelihood of any early additional changes in the Civil Service regulations.

33. Some of the Language Training School contract personnel are long-term employees, the associations with the Agency going back as far as 18 years. Eight of the full-time contract employees have been full-time contract employees at the School for nearly ten years or more. Renewal of contracts year after year, particularly if, and as seems to have been the case, the contract renewal is allowed to become a fairly routine matter, sometimes results in employee belief that more of an employer-employee relationship exists in fact than exists on paper.

34. Some of the WAEs would like to become full-time contract employees. In our review of the WAE and IC payrolls over a six-month period we found that during the period checked [REDACTED] had worked on the average more than 120 hours per month. [REDACTED] had averaged over 130 hours a month; six had averaged over 140 hours a month; four had averaged over 150 hours a month; two had averaged over 160 hours a month. It seemed to us that some of these WAEs could be put on a full-time status or into a part-time status with regular tours of duty so that they could qualify for leave and other "fringe benefits."

35. We discussed this with the Language Training School and with the Contract Personnel Division of the Office of Personnel, and during our survey steps were being taken to consider changes in the status of some of the WAEs. We note that during our visit to the Foreign Service Institute, the Dean of the School of Language Studies told us that they, as a matter of principle, try to bring their contract employees

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as soon as possible into a status where they can enjoy fringe benefits. This is a sound approach, and we believe the Agency's policy on contract personnel should be such as to allow this without loss of flexibility on terminating contract personnel when the need disappears.

36. We noted above our impression that the renewal of contracts, which are frequently signed by the Language Training School contract employee with his immediate supervisor as witness, has been allowed to become too routine a matter, with the result that the contract employee over the years acquires assumptions regarding his tenure and his employee status that go beyond the letter of his contract. It is wrong to allow these assumptions to continue. The removal of the contract-renewal procedure from the immediate chain of command, possibly to the OTR Support Staff or to the Contract Personnel Division, and the use of the renewal as an occasion for making doubly sure the employee is fully aware of his rights, obligations, and employee status, would improve this situation.

37. As we have also indicated, in some cases the type of contract chosen has not been the most suitable. We note that the Contract Personnel Division works closely with OTR, and in fact actually prepares the contracts for contract personnel of the Language Training School. The Contract Personnel Division, however, is not always in possession of all necessary details on planned use of contract personnel to determine the most appropriate type of contract in a given case, and the provision of advice on selecting the best type of contract to fit a specific situation has usually been dependent on an OTR request. OTR could fruitfully make greater use than it has in the past of the expertise available in the Office of Personnel.

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38. The Language Training School has set 70 as the mandatory age for retirement of its contract employees. [REDACTED] (revised 29 May 1967) states as policy that the Agency "encourages employees to retire voluntarily upon reaching age 60 or as soon thereafter as they are eligible

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for optional retirement under the Civil Service Retirement System." The contract employees should not be deprived of available "fringe benefits" simply because they are contract employees; neither should contract employees be given benefits simply because they are contract employees. Regarding the full-time contract employees at least, it would at first blush seem reasonable to have the same policy on retirement as for staff employees.

39. During our survey we heard a number of critical comments, both within the Language Training School and from students, regarding the inadequacy of supervision by the staff linguists and the qualifications of some of the contract instructors. There are some weaknesses in supervision at the school. On the linguistic and teaching abilities of the contract instructors we find it difficult to comment in detail. Our over-all impression after a number of interviews is that while quality varies, the group as a whole is adequately qualified for present tasks. With the current trend toward adoption of more sophisticated methods of instruction, it may well be that the School will have to give more attention to instructor training. Steps now under way to improve management at the School will eliminate the bases for many of the complaints we heard from students. The School does have difficulty in recruiting and retaining qualified personnel, and School officials concede they have at times been forced to accept less than perfection. We also found that School officials shared our concern at the heavy percentage of females among the contract employees [redacted] of the [redacted] WAEs were females) and the consequent danger of "too feminine" courses of instruction. As a matter of policy, the School would like to have at least one male instructor in each of the languages taught.

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40. Early in 1967, in response to an Inspector General recommendation stemming from investigation of a complaint by a contract employee whose contract was being allowed to expire without renewal, OTR arranged for all prospective full-time contract instructors to be given pre-employment testing by the Assessment and Evaluation Staff.

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On the training of instructors, we are not convinced that enough has yet been done. We note that the study of the Language Training School by a contract consultant in 1966 resulted in a recommendation that "some form of teacher training for new WAE personnel be mandatory." An OTR memorandum commenting on this recommendation stated that teacher training was already mandatory. From our interviews with the School staff, we get the impression that the vigor with which this policy has been implemented has in large part depended on the heads of the various language departments and that the policy has not always been strictly adhered to. During our survey we found that no instructor training courses had been run for seven months. Whatever differences there may be here between policy and practice should be removed by the improvement in management now under way.

41. Regular periodic fitness reports are prepared in the Language Training School on all full-time contract employees, but evaluations of the WAEs are made only on a more informal basis. We see no need for formal fitness reports on WAEs and ICs who are used only sporadically and for short periods of time. We believe, however, that both in the interest of sound management and as evidence for the employee of the employer's interest, fitness reports should be prepared on WAEs who regularly work a substantial number of hours each month. We have been assured by the Deputy Director of Training that this will be done.

Courses and Classes

42. Most of the language training is given in the Language Training School quarters in the Washington Building Annex of Arlington Towers in Rosslyn, although some classes are given in headquarters and other sites, and full-time students generally spend a few days at the training facility [REDACTED]. The School runs a highly varied program of full-time and part-time courses, ranging from 12-month, full-time intensive training to familiarization courses of relatively few hours. Major emphasis is on teaching the spoken

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language, with reading a secondary objective, though courses are also given in reading and other skills, as, for example, transliteration of Chinese. During the spring of 1967 the School had an average of [REDACTED] students enrolled, studying 22 languages; about 40% of the students were in full-time training. (The School of Language Studies at the Foreign Service Institute has about 700 students at any given time here in the Washington area; about 550 of these are full-time students.)

43. Full-time training consists of four to five hours a day of live instruction interspersed with preparation periods, many of which the student spends in the language laboratory using tapes. Part-time classes vary considerably in format; most of these meet three times a week for two hours, in addition to which the student is expected to spend some time in the laboratory.

44. Teaching for the most part is based essentially on the audio-lingual method. This involves dialogue presentation and memorization and variation drills (under the native speakers, the contract instructors), grammar presentation (by the school linguists), use of tapes, controlled conversations, playing of roles, and so forth. A 1966 study prepared by a contract consultant stated that the School's teaching method was a highly sophisticated version of the audio-lingual method and that there does not appear to be a system better suited to the task. The study also commented favorably on the concept that permits the instructor freedom to innovate in his curriculum.

45. Course materials used in the different languages vary considerably. Basic policy is to use the best of what is available within the Government or commercially, and to supplement this as necessary. The School has prepared a number of its own courses. Programmed instruction and program-assisted instruction (PAI) is in use in some of the courses. This is a relatively new field and more experimentation is necessary before the full usefulness of this approach can be known. Some PAI material is being prepared at the School. In April 1967 a contract was signed with a private

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firm (funds were provided by the Office of Research and Development of the Directorate of Science and Technology) for the preparation of several units of PAI instruction for use in a basic Vietnamese course.

46. Two points in particular struck us regarding the preparation of course materials: (a) the time spent on preparing materials which, so it would seem to the nonspecialist, "ought" to exist in suitable form already; and (b) the apparent duplication of effort in the Government in the preparation of language-training materials. We questioned a number of people in OTR on these two points, and we asked the same questions at the Foreign Service Institute. We were told that some of the courses which "ought" to exist, do not exist, and that even in some of the relatively common world languages, taught at many schools both public and private in this area, course materials completely adaptable to our use have not been found. Many of the commercially available courses are unsatisfactory.

47. Regarding the apparent duplication of effort, the Dean of the Foreign Service Institute School of Language Studies gave us an illustrative example. He noted that the military had developed a 1,200-hour course in Czech, a course the same length as State gives. He admitted that a Foreign Service Institute student could take the military course and learn Czech. However, he said the drill exercises were considerably different, and that if the FSI students were forced to spend six hours a day repeating military dialogues the school might have a "rebellion" on its hands. The goals of the two courses are different. We doubt the "rebellion," but we accept the general argument.

48. Effective use of modern language-teaching methods requires that classes be small in size; economical management requires that the student/teacher ratio be kept as high as possible. The Foreign Service Institute School of Language Studies normally limits the size of a class to six. In our Language Training School the problem has not been one of limiting the size of classes, but rather one of increasing the average number of students per class to a more economical level.

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49. Figures compiled by the contract consultant show that the average number of students per class at the Language Training School was 1.9 in FY 1965 and 1.8 in FY 1966. We checked the list of full-time basic courses in Spanish and French begun in FY 1966 and found there were 19 classes, ranging in size from one to six students each, for a total of 34 students. French courses begun in FY 1966 totaled 49 (not counting four "courtesy level" courses), with a total of 71 students; one class had eight students, three had three students, nine had two, and there were 36 "classes" of only one student each. Looked at from the viewpoint of the efficiency expert alone, these figures are poor. Yet the raw statistics do not tell the complete story. In many cases the School has adapted its class structure and dates of instruction to meet the training requirements of the individual and of the operating components, e.g., by giving a student with some language knowledge special instruction instead of incorporating him into a class of new students; by starting a new class, even though one was started only a month earlier and another is scheduled to start a month or so hence, in order to take care of an individual going abroad who requires instruction immediately. We found that for the 88 classes which were under way on 23 June 1967 there had been 48 different starting dates.

50. Flexibility is one of the justifications for maintenance of a sizable language facility within the Agency. This flexibility militates against management efficiency. Though we believe there can be improvement, we do not consider it reasonable ever to expect a complete resolution of this flexibility/efficiency conflict. We found OTR and the Language Training School fully aware of the situation and working to improve it. School discussions with Clandestine Services officials during the course of our survey resulted in agreement on changes in course-scheduling procedures which should improve the class-size averages.

51. We heard a number of references to a "drop-out" problem at the School. This we found less serious than at first indicated. Of [REDACTED] new full-time and part-time students

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in classes which began in FY 1966, 127 did not complete their scheduled training. We did not investigate the reasons for all the "drop-outs," but we found in our interviews such reasonable explanations of some as change in assignment and press of work in the student's home office. Moreover, we found that many of the 127 "drop-outs" had completed substantial portions of their scheduled training.

52. A complaint we heard frequently from part-time students at the School had to do with the amount of time involved in going to and from Rosslyn for each class of instruction. This is a fact of life. OTR has little space in Headquarters Building, and at the present time no classrooms there for language instruction. Most of the contract instructors lack security clearances for unescorted access to Headquarters Building. Some part-time language instruction is given at Headquarters, for the most part in space provided for the purpose by the components to whom the students belong. In view of the Agency's current language policy, we believe it reasonable to anticipate that requests for part-time, brush-up language training, some of it in off-duty hours and much of it at Headquarters Building, will increase. We have discussed this with the Chairman of the Agency's Language Development Committee, and the problem of mating resources and requirements is under study.

Testing and Proficiency Ratings

53. Reference has already been made to the Language Training School's responsibility for the giving of language proficiency tests, and to the current annual testing rate. In 1966 a total of [REDACTED] oral tests were given; this included tests given to new employees, to old employees with new proficiency claims, and to Language Training School students. In 1967 the School began the retesting of all employees whose previous tests had showed less than Native proficiency and were three or more years old. We reviewed the oral and reading and writing tests and found them courteously given and well handled.

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54. Five proficiency ratings are currently in use: Slight, Elementary, Intermediate, High, Native. The first four of these are sometimes modified by a plus (+) in the test reports, but the plus is not made a part of the rating carried in the machine-run Language Qualifications Register. The verbal ratings used are not fully descriptive of the requirement for obtaining them. To obtain an Elementary rating in speaking a foreign language a person is expected to be able to handle most social situations including introductions and casual conversations about current events, work, family, and autobiographical detail, and to be able to handle limited business requirements. To obtain an Intermediate rating a person is expected to be able to participate effectively in all general conversation and to discuss particular interests with reasonable ease, with comprehension complete for normal rates of speech and a vocabulary broad enough that he rarely has to grope for a word. We heard some complaints about the rating system. Most of these revolved around questions of pride--e.g., a student found that an Elementary rating left his supervisor with the impression that said student had acquired a proficiency that was only elementary in the commonest extension of the word. We view this problem as not serious, yet worth attention. The Department of State and other agencies use a numerical rating system, equivalent to our own except that the numerals 1 through 5 are used instead of verbal ratings. Thus 1 is equivalent to our Slight, 2 is equivalent to our Elementary, and so on. Each of the numerical ratings except 5 may be modified by a plus (+), indicating that proficiency substantially exceeds the minimum requirement for the level involved but falls short of those for the next higher level. We believe the Agency should adopt the numerical system.

55. Language testing of new employees and of Language Training School students is done for the most part at the School's quarters in Rosslyn. Testing of claimed proficiencies of regular employees and the required three-year retesting of proficiencies is done at Headquarters Building. At least two Language Training School persons participate in each test. For students of the School, a native speaker other

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than the student's chief instructor is used, and a staff linguist participates. Testing, particularly of an individual's ability to speak and to comprehend the spoken word, is largely subjective. There are no objective norms for this testing, and means have yet to be devised for ensuring consistency in ratings given by different instructors. This is not a problem peculiar to the Language Training School; we found the Foreign Service Institute School of Language Studies equally concerned with this matter. For consistency in testing we find ourselves sympathetic to the idea voiced by the Chief of the Language Training School for a Government, probably Civil Service, testing center to serve all parts of Government. But even if such a central facility were established, the Agency should maintain an internal testing capability sufficient to meet special needs.

56. In some languages the Language Training School has only a limited capability, and hence the testing of a student under the terms cited can become a problem. This can sometimes be solved by having the student evaluated by a native speaker from elsewhere in the Agency. We found, however, that at times a student completing a course or a substantial part thereof was being given an "instructor's estimate" in lieu of a tested proficiency rating. Such "estimates" were not being incorporated into the official record of tested language skills. We discussed this with the Chief of the Language Training School. Hereafter special efforts will be made, by borrowing a native speaker as necessary, to ensure that each student completing a course of instruction or substantial part thereof will be given an appropriate test and tested proficiency rating.

Physical Facilities

57. The Language Training School is housed in what was once an automobile garage in the Washington Building Annex of Arlington Towers in Rosslyn. As presently partitioned the space includes 106 rooms, including 56 classrooms. The floor plan places the staff personnel for the most part on one windowed wall. The classrooms, language laboratory,

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library, and shared offices of the contract personnel are windowless. The study prepared in 1966 by a contract consultant termed the building "very poorly designed for the task it must perform." We would rate the quarters as adequate but not good. The space will not permit sizable expansion in numbers of classes (though a larger student body could be handled if the expansion were in the size of classes). OTR has been trying to get the School relocated.

58. We spoke with the Office of Logistics and found that Office well aware of all the points on which we had heard complaints. The quarters had been painted shortly before our survey. Some of the causes of other complaints had been taken care of or were being worked on, but at the time of our survey no new quarters were in sight.

59. The library of the Language Training School needs improvement. It is used not only by the School staff and students, but also by a number of Agency employees in other buildings in Rosslyn. It consists in the main of several thousand (no actual figure available) volumes on language and general area studies. When we visited the library, not all of the volumes were catalogued, the main library of the Central Reference Service did not have a list of this library's holdings, and a number of the books on the shelves appeared in need of either rebinding or replacement. The number of books for general area studies was small. The individual with responsibility for running the library is not a trained librarian. She is, however, a hard-working person who has done well with the resources at her disposal. She receives excellent cooperation from Central Reference Service personnel in the main library. When the Language Training School was part of the Language and Area School, the library was run by the Central Reference Service (then the Office of Central Reference). In 1965 the Language Training School took over operation of the library, and the Central Reference Service took most of the general area studies books. The library has not recovered from that break. Some of the School staff employees believe it would be a good idea to have the Central Reference Service back.

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We agree. We note that the present Language Training School librarian will be retiring next year. This would provide a convenient occasion for a change.

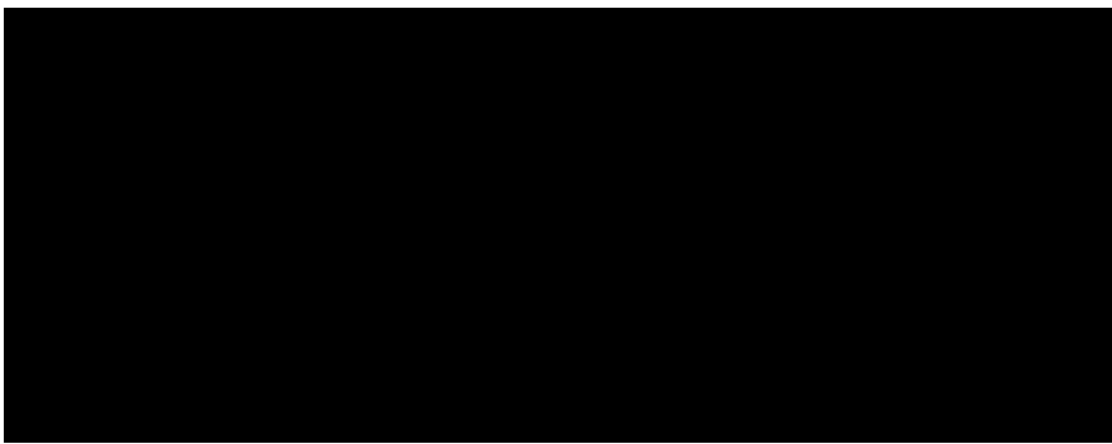
60. The Language Training School operates a language laboratory on the ground floor of Headquarters Building. The laboratory is open from 0730 to 1800 each working day. The facility includes 28 languages booths equipped with tape machines (there are 32 at the Rosslyn installation) as well as two small rooms used for language proficiency tests. The laboratory has over 9,000 tapes and language books on the shelves. Users of the machines are supposed to record their hours of usage on pads provided at each booth. It is probable that not all do so. What figures are available indicate a monthly average of about 800 hours of usage for all the machines. We found in some of our interviews an unawareness of the full facilities provided and of the lack of red tape for use of the laboratory by any self-study student. We believe this is a useful facility, and we believe that broader knowledge of it might result in more employees developing or maintaining language facilities.

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61. The Language Training School [REDACTED] at which full-time students are given short periods of a type of "total immersion" language training. Both instructors and students told us that these periods were very useful. The facility is also used occasionally by other components of the Agency.

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Language groups going to the site are allowed one dollar per person per meal for food. Food is purchased by and prepared by the language groups. When we visited the site it was being used by a Russian language group. We found all in good order and the building itself neat, clean, and in good repair.

63. Of the 24 different language groups which used the site in the first half of 1967, the largest was a Spanish group consisting of 11 students and 4 instructors. The smallest group consisted of one student, one contract instructor, and the contract instructor's husband. This three-person group was in the nature of an experiment. The Chief of the Language Training School has agreed with our view that a group this size is too small to warrant use of the facility.

64. Policy of the Language Training School is, in cases where the language group going to the [REDACTED] facility includes both males and females, to have a married couple act as chaperones. For this purpose the spouse of one of the staff employees or of one of the contract employees frequently is asked to go along with the group. The chaperones have no authority as such. They do add a facade of respectability and we think the system desirable.

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65. The chief instructor of a language group at the [REDACTED] site may be either a staff linguist or a contract employee. If a staff linguist heads the group, he also acts as the Agency official in charge. If the chief instructor is a contract employee, a staff employee from among the students is appointed "Administrative Director." The Administrative Director is responsible for the telephone check-in with the [REDACTED] and for necessary discipline among the group; he has authority to send back to Washington early any student who is not participating properly in the training. The School's Chief of Support could recall only one instance where a student was sent back early.

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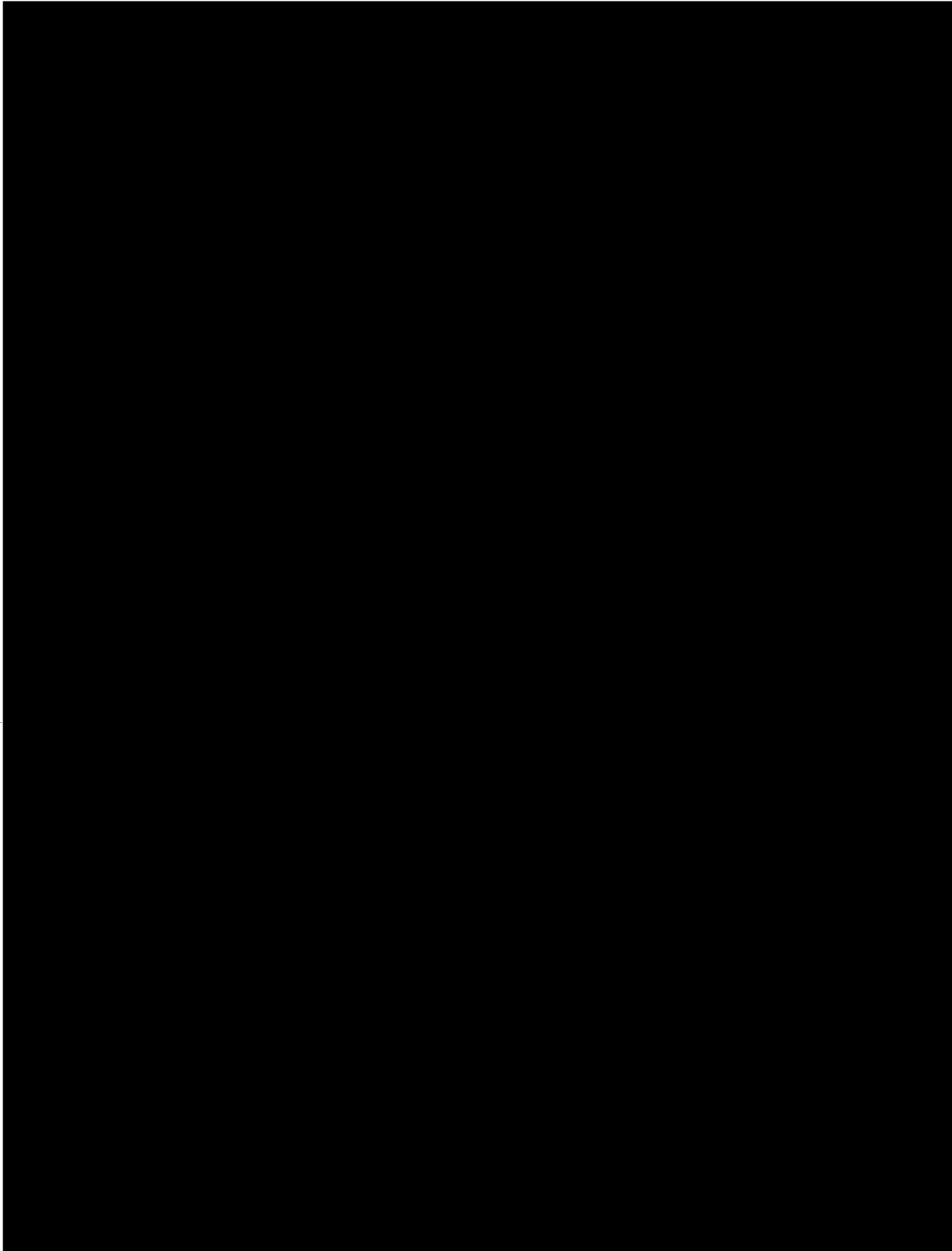
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69. It is infeasible for us to attempt here to determine the exact extent to which the Language Training School

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as presently operated can satisfy specific security and cover requirements of the individual Agency components. In August 1967, at the request of the Director of Training, a security survey of the Language Training School was initiated. The three-man survey group is composed of representatives of the Central Cover Staff, the Counter Intelligence Staff, and the Office of Security. The purpose of the survey is to consider all security and cover factors which obtain in the Agency's language training program in general and in the Language Training School in particular, and to come up with ideas that might improve present practice regarding cover stories and identification of Agency employees.

Inter-Agency Language Round Table

70. There is in the Washington area a non-official Inter-Agency Language Round Table which dates from 1956. Members of the Round Table include, in addition to the Chief of our Language Training School, representatives of the Foreign Service Institute School of Language Studies, the Defense Language Institute, the National Security Agency, the Federal Bureau of Investigation, the military services, and, on an occasional basis, the Office of Education. Aside from this government representation, included on the Round Table are representatives of the Human Resources Research Office (of George Washington University) and the Center for Applied Linguistics (an autonomous organ of the Modern Languages Association of America). The Round Table meets about once a month. It is a useful arrangement for the exchange of information and ideas to the mutual benefit of the members.